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ABSTRACT

A plan for the further development of library services for the state of Indiana during the next five years is detailed in accordance with the U.S. Office of Education requirements under the Library Services and Construction Act. Findings contained in the Indiana Library Studies were used as background material for the plan's formulation. Three major development areas are called for: 1) strengthening the state library, 2) designation of resource centers within the state, and 3) establishment of no more than 14 and no fewer than eight Area Library Services Authorities (ALSA) whose membership will include all types of libraries. This document describes the environment in which the five-year program operates, reviews the assessments of Indiana's library needs and identifies goals and objectives to be attained in meeting those needs. This plan proposes criteria for evaluating program effectiveness and sets criteria, priorities, and procedures for program administration. (Author/SL)

ED 090950

FIVE-YEAR PROGRAM
FOR
LIBRARY SERVICE

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EDUCATION & WELFARE
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Indiana State Library
Indianapolis, Indiana
May 15, 1973

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TO: The U. S. Office of Education, Department of Health, Education and Welfare

N O C O M M E N T

N O T I C E

The undersigned, a designated representative of the Governor of the State of _____, has reviewed the State Plan document attached and certifies that the Governor has no wish to comment on it.

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PREFACE

The coming years promise signficant developments in Indiana libraries. Services and programs developed for library users and potential users must further expand their opportunities for education, information, and recreation through their local libraries.

Past library developments in Indiana clearly indicate that cooperative library efforts are not recent activities. However, cooperation has evolved steadily through the years, and this movement has now encompassed all types of libraries from the largest to the smallest.

Libraries are merely the vehicles through which services and programs for people are provided. Library board members, librarians, and interested lay people of Indiana have been and are active in library development. It is through their efforts that libraries are achieving prominence in the world of education, in social life, and in the everyday living of today's citizens through the provision of materials, programs, and services needed for existence in a fast-paced society.

Marcelle K. Foote, Director
Indiana State Library

I. INTRODUCTION

A. Purpose of the Document

The Indiana Five-Year Program does not attempt to set forth all the directions Indiana libraries must take for future development. It is a document for periodic review and change. As change is ever with us, planning for improved library services to people must continually change.

There is much to be done in the coming years toward further library development in Indiana. Progress already has been made toward meeting the various objectives leading to fulfillment of the overall goal of "Quality Library Service" for all Indiana citizens. These efforts will continue by building upon existing strengths and reinforcing the foundations for greater library improvements. The planning for and analysis of library services and programs in Indiana will continue to undergo change as required by a rapidly changing society.

The purpose of this document is to provide a plan for the further development of library services for the state of Indiana during the next five years. This Program is prepared in accordance with the U.S. Office of Education requirements under the Library Services and Construction Act (P.L. 91-600, passed by the 91st Congress on December 30, 1970).

This document describes the environment in which the Program operates. It reviews the assessments of Indiana's library needs and identifies goals and objectives to be attained in meeting those needs. This plan proposes criteria for evaluating Program effectiveness and states criteria, priorities, and procedures for Program administration.

B. Preparation of the Document

The people of Indiana (librarians, library trustees, and laymen) have contributed greatly to the planning contained in the Five-Year Program. Their interest, suggestions, and assistance in developing plans for library improvement are gratefully acknowledged.

The counsel and encouragement from the dedicated personnel of the Bureau of Libraries and Educational Technology, Office of Education, Department of Health, Education, and Welfare, is very much appreciated. Contributions made by Allan Sevigny, Regional VI Program Officer, are hereby acknowledged with appropriate thanks.

Like its predecessor, Indiana Library Service: Five-Year Program for Expenditure of LSCA Funds,[1] this document draws heavily upon the findings of the Indiana Library Studies[2] and the Indiana Studies Coordinating and Steering Committee's plan for Indiana Library Development.[3]

The LSCA Advisory Council has played a major role in shaping the direction of the long-range program.

Following is a list of State Library personnel and LSCA Advisory Council members involved with the development of this Program.

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[1] (Indianapolis: Indiana State Library, May 15, 1972), Mimeo. This basic long-range plan also appears as "Indiana Library Service: Five-Year Program for Expenditure of LSCA Funds," Library Occurrent, 24 (November, 1972), 127-143.

[2] Peter Hiatt, ed. Indiana Library Studies, 19 vols. (Bloomington, Indiana: 1970). See the bibliography of this document for the full listing of all 19 volumes that have appeared. For summaries, see Peter Hiatt, "A Working Paper for Study and Action: The Indiana Library Studies," Focus on Indiana Libraries, 23 (March, 1969), 28-30; and the entire issue of Focus on Indiana Libraries, 24 (June, 1970).

[3] See Indiana Library Service: Five-Year Program for Expenditure of LSCA Funds, pp. 1-3; and C. Ray Ewick, "The Indiana Library Development Plan: A Status Report," Library Occurrent, 24 (February, 1972), 3-6. For the entire plan, see "Outline Draft: An Initial Report of the Indiana Library Studies Coordinating and Steering Committee, Submitted to the Members of Participating Institutions." N.p., April 12, 1971. 7p. Mimeo.

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C. Mechanisms for Revision and Amendment

Planning is a continuous process whereby the various elements of this Program will be monitored and evaluated on all levels. Changes in the Program are made upon approval of the Indiana Library and Historical Board; the long-range program will be revised to incorporate any changes. Goals and objectives will be reviewed and projections prepared for inclusion in the annual update of the Five-Year Program. The document resulting from this revision will be submitted to the appropriate authorities by June 30 of each year.

Whenever practicable, these revisions will include empirical data, such as Delphi studies, questionnaires probing goals and objectives[4]. Indiana library trustees, librarians, and library users will continue to help shape the course of future library development in Indiana.

[4]For example, one technique that has proven useful in other planning situations is to obtain statements of goals and objectives by questionnaire or at formal meetings, apply factor analysis techniques, reduce the number of statements, and resubmit these.

D. Publication and Distribution

In compliance with P.L. 91-600, Sec. 6 (d) (4), this Program will be widely publicized. The Five-Year Program will be published in the Library Occurrent.

The complete document will be reproduced by the Indiana State Library and sent to all state library agencies. In addition, copies will remain available upon request as long as the supply lasts.

All reports and evaluations will be attached as part of the Annual Report to the U.S. Office of Education. Evaluations of projects will be distributed to the Indiana Library and Historical Board, the LSCA Advisory Council, appropriate legislative committees, state and local officers and agencies as may be appropriate, libraries, library boards of trustees, and schools.

II. PROGRAM CONTEXT

A. The Agency: State Library Roles and Responsibilities

The Indiana Library and Historical Department was created in 1925 by consolidating the Indiana State Library (established in 1825), the Indiana Historical Commission (established in 1915), the Public Library Commission (established in 1899), and the Legislative and Administrative Reference Bureau (established in 1913). The Public Library Commission became the Extension Division of the State Library, and the Legislative Bureau became a separate unit in 1939; so that today, the Indiana Library and Historical Department consists of two departments: (1) The Indiana State Library and (2) the Indiana Historical Bureau. The former has responsibility for state library service and the latter for the publication of state historical materials.

More specifically, the Indiana State Library is charged:

> "...to develop and provide library service to state government, its branches, its departments and its officials and employees; to provide for the individual citizens of the state those specialized library services not generally appropriate, economical or available in other libraries of the state; to encourage and support the development of the library profession; and to strengthen services of all types of publicly and privately supported special, school, academic and public libraries." (Acts of 1967, Chap. 38, Sec. 2)

Final authority for the management and control of the Department is vested in a five-member board--the Indiana Library and Historical Board. The members of this board are appointed to four-year terms by the Governor. However, only one member is selected and appointed solely by the Governor; one each of the other four must be recommended by the Indiana Library Association, the Indiana Library Trustee Association, the Indiana Historical Society, and the State Board of Education. The Indiana Library and Historical Board is empowered to receive and administer state and federal aid for the improvement and development of library and historical services in Indiana.[5]

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[5] Burns Indiana Statutes Annotated, 63-802.

In addition, planning authority is also vested in the Indiana Library and Historical Board, subject to final approval by the Governor.[6] An organization chart of the Indiana State Library follows.

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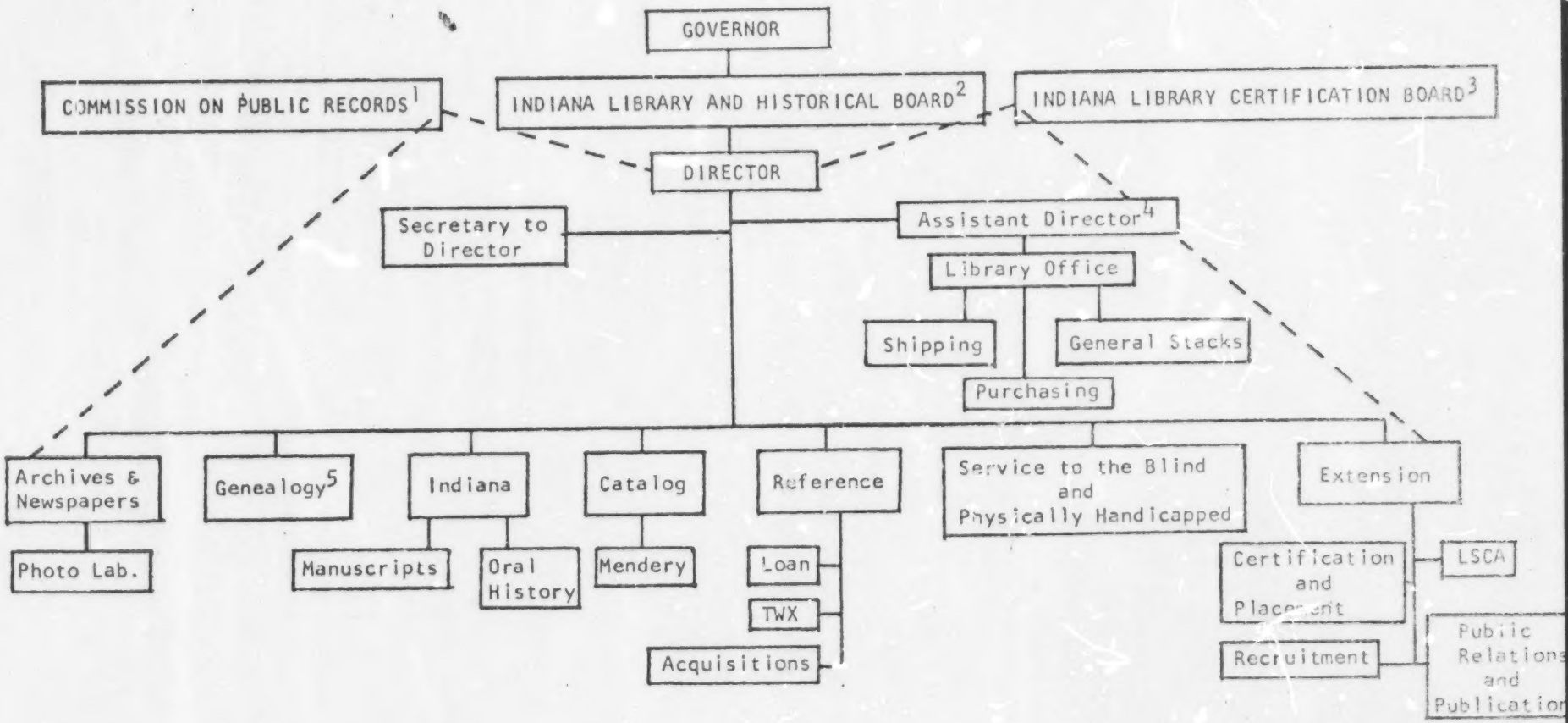
[6]For the complete text of the Acts, see the Acts of 1925, Chapter 58, amended by the Acts of 1937. Chapter 172; Acts of 1947, Chapter 327; Acts of 1949, Chapter 172; Acts of 1967, Chapter 38; and as added to be Acts of 1939, Chapter 116.

ORGANIZATION CHART
INDIANA STATE LIBRARY



[1] 5 members: the Governor; Secretary of State; State Examiner of State Board of Accounts; Director, Indiana Historical Bureau; and Director, Indiana State Library, who is the Secretary.

[2] 5 members appointed by the Governor, 4 of whom are on the recommendation, respectively, of the Indiana Library Association, Indiana Library Trustee Association, Indiana Historical Society, and the Indiana State Board of Education. Term of office is 4 years.

[3] 3 members: the Director, Indiana State Library, who is the Executive Secretary; and 2 members appointed by the Governor on the recommendation, respectively, of the Indiana Library Association and of the Indiana Library Trustee Association.

[4] Responsible for Personnel, Building and Equipment, Maintenance, Budget Preparation and Fiscal Administration in addition to duties as assistant to the Director.

[5] Genealogy Division contains the Darrach Memorial Library of the Indianapolis-Marion County Public Library and is maintained jointly as the Genealogy Department of that library.

B. The State: Economic and Demographic Perspectives

This section describes the general economic and demographic charecteristics of the state of Indiana relevant to the Program. This includes present population characteristics and future projections for the state in general, for the planning and development regions,[7] for selected target groups (i.e., the disadvantaged, handicapped, institutionalized), and a partial profile of the Indiana economy with employment data.

With 5,193,669 people,[8] Indiana ranks 11th in the nation and 4th in the region.[9] Of this total, 4,820,324 (92.8%) are White, 375,464 (6.9%) are Negro, and 15,881 (.3%) are members of other minority groups; 64.9% are urban and 35.1% are rural. In addition, two target groups for special programs deserve mention: the institutionalized and the handicapped. The best available figures indicate that there are 22,116 persons residing in all state institutions,[10] and the number of non-institutionalized handicapped persons in the state is estimated at 376,021.[11]

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[7] By Executive Order No. 18-68, Indiana was divided into 14 planning and development regions. See Indiana Department of Commerce. Indiana State Planning and Development Regions (Indianapolis: Department of Commerce, Division of Planning, 1970). For the criteria used to establish these regions, see Anne Grossmann, "Defining Indiana's Economic Regions," Indiana Business Review, 40 (December, 1965), 7-11; 15-16; and James D. Foust and Warren R. Hughes, Regional Supply and Demand for Library Services, Indiana Library Studies, No. 6, (Bloomington, 1970), pp. 2-3.

[8] Statistical Abstract of the United States, 1972.

[9] Region refers to the U.S.O.E. Region V: Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

[10] Genevieve M. Casey, Library Service to Residents of Indiana State Institutions, Indiana Library Studies, No. 9 (Bloomington, 1970), p. 63.

[11] In the absence of evidence to the contrary, we are assuming that the national ratio holds for Indiana. This is 7.24% of the total population. See John A. McCrossan, Library Service for Indiana's Handicapped, Indiana Libraries Studies No. 8, (Bloomington, 1970), p. 6.

Indiana's population growth has been relatively stable for the past two decades. and this trend seems likely to continue until 1990. Although Indiana's population growth in the next two decades is expected to be slightly higher than for the nation as a whole, and although this growth is expected to make some change in the age-sex characteristics of the state, no dramatic increase in the demand for library services can be expected on the basis of these changes alone.[12]

In general, the urban areas of the state will experience much faster growth in the next decade than the rural areas. Only one region, the Terre Haute region, is expected to experience any decrease in population. The fastest growing regions will continue to be the areas adjacent to Indianapolis and Gary, with the Ft. Wayne and South Bend areas also experiencing rapid growth.

Hoosiers are relatively wealthy and well-educated. In terms of educational attainment, the averages for Indiana are slightly higher than for the nation as a whole, and projections indicate that Indiana will continue to have a higher level of average educational attainment than the nation as a whole. The Hoosier state conforms to the national pattern of decline in the agricultural sector and increases in the manufacturing and service sectors. In terms of personal income, Indiana's growth rate has been higher than the national average. In terms of employment, the commodity-production sector predominates over the distribution, the services, and the governmental sectors. In Indiana, the commodity-production sector accounts for nearly 40% of statewide personal income since Indiana is a major producer of durable goods.

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[12]See John D. Foust and Carl B. Tower, General Economic and Demographic Background and Projections for Indiana Library Services, Indiana Library Studies, No. 5, (Bloomington, 1970), pp, 4-6.

Indiana has nine standard metropolitan statistical areas, and several Indiana counties are in the Cincinnati SMSA and the Louisville SMSA. The per capita personal income for all but one of these SMSA's is above the national average. However, when compared to SMSA's for the Great Lakes Region, all Indiana SMSA's were below the regional average for per capita personal income.

C. Assessing Indiana's Library Needs

Findings contained in the INDIANA LIBRARY STUDIES are used as background material for development of the Five-Year Program for Indiana Library Service. From the STUDIES and the Coordinating and Steering Committee, a plan evolved for Indiana Library Development.

Three major development areas are called for: 1) Strengthening the Indiana State Library; 2) Designation of Resource Centers within the state; and 3) Establishment of no more than fourteen and no fewer than eight Area Library Services Authorities (two Areas may join to form one ALSA), whose membership includes all types of libraries. The Area Library Services Authorities follow the pattern established by Executive Order which designated fourteen socio-economic regions in Indiana. (See, map of "Indiana Planning & Development Regions," p. 20)

Funding for ALSA's may be provided by member libraries from local funds; however, planning, establishment, and operating grants will, of necessity, be dependent upon state and federal funds. Presently there is no state funding for public libraries in Indiana - nor are all areas of the state in library districts. Federal funds from the Library Services and Construction Act are essential in order to begin and continue the statewide development of the ALSA's.

Additional library services and programs - statewide, regional, and local - are vital to the provision of library service to the residents of the state of Indiana. Some of these programs are already underway, and others are in the planning stage.

Impetus for the INDIANA LIBRARY STUDIES came as the result of a resolution presented to the Indiana General Assembly in 1965.[13]

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[13]Acts of 1965, Chap. 458.

A library study committee was activated and heard testimony from library trustees, government officials, librarians and administrators from all types of libraries. Several pieces of "housekeeping" legislation recommended by the study committee were enacted in the 1967 General Assembly. The main recommendation, calling for a study of library needs of the state, was inaugurated by the Indiana State Library. A series of nineteen studies was undertaken which examined the citizens' needs for, uses of, and reactions to libraries of all kinds.

An advisory committee[14] reviewed the proposed outlines for the studies, reacted to preliminary drafts, and reviewed the finished copies. When the role of the committee changed from advisory to one of action, it became the Coordinating and Steering Committee (see, listing of Committee members, p. 21) and additional members were added to provide broader representation from the library community. Each organization represented on the Committee scheduled a presentation of the findings of the studies at district and state meetings and sought input from the membership at every opportunity.

A draft of a statewide Library Development Plan was produced, and twenty-two area meetings were held for the express purpose of presenting the plan and holding discussions on it. Approximately fifteen hundred librarians, school administrators, library trustees, and interested lay persons attended these meetings.

This assessment of Indiana's library needs considers present resources, current national standards for quality library service, and need projections based on population growth projections.

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[14]The committee was composed of two members from each of the following organizations: Indiana Library Association, Indiana Library Trustee Association, Indiana School Librarians Association, and Special Library Association.

In 1971, there were 241 public libraries[15] in Indiana providing library service to 4,610,748 or 88.8% of the state's total population (5,194,960).[16] 11.2% of the residents of the state of Indiana do not have direct access to a public library. There are 533,376 people in rural areas, as defined in the 1970 U.S. Census,[17] and 50,836 people in urbanized areas who are without library service. 33% of Indiana's 1,009 townships in Indiana are without any public library service. This percentage does not include the 31 Indiana townships which are partially served. There are 22 towns or cities whose corporate limits include parts of 31 townships, which are otherwise without library service. Thus, there is no township support for library service in these 31 townships. Eight townships in Lawrence County receive limited service from the Bedford Public Library under a special act and agreement.

Indiana libraries do not meet state or national library standards. Indiana has a total book stock of 11,134,482 or an average of 2.41 volumes per capita for the population having library service available. (The minimum is 5 volumes per capita according to standards issued by the American Library Association.) 34.5% of the population (1,589,821) are registered borrowers; however, thirteen of Indiana's 241 libraries either do not keep or have incomplete registration records.

Staff members, excluding pages and custodial help, totaled 1,686 full-time and 747 part-time persons.

Library income for the year January 1 to December 31, 1971, was $22,978,744. There were 60 libraries, or 25% of Indiana libraries, with less than $10,000 income from all sources in 1971 and of these, 10 libraries receives less than $2,500 total income.

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[15]All public library statistics for Indiana contained in this section are taken from Statistics of Indiana Libraries, 1971.

[16]This population figure was calculated from corrections sent by the Bureau of the Census. Official 1970 population count for Indiana is 5,193,669.

[17]Rural: Population living in towns under 2,500 and all population outside of towns and urbanized areas.

Receipts from all sources averaged $5.02 per capita for the two hundred thirty-seven (237) libraries reporting; receipts from taxes alone were $4.83 per capita for the two hundred thirty-seven (237) libraries reporting. Library income per capita for the entire state (i.e., both served and unserved populations) was $4.42. The most recent ALA cost figures (1971) recommended $7.60-8.23 per capita.[18]

Two hundred three (203) libraries are housed in their own library buildings; some of the large library systems have branch buildings also. Of the remaining thirty-eight (38) libraries, three (3) are housed in school buildings, thirty-three (33) in rented quarters and city or county buildings, and one does not have a building at present. One hundred thirty-three (133) main buildings were constructed with Carnegie funds.

In 1966 and 1968,[19] surveys were made of conditions existing in institutional libraries; the results depicted a dark picture of library services.

There are twenty-seven state institutions in Indiana. Eleven are correctional institutions under the Indiana State Department of Correction; twelve are mental hospitals under the Indiana State Department of Mental Health; and four are "special" institutions under the Indiana State Board of Health. According to the 1968 survey, approximately 22,000 persons are residents of these institutions.

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[18] Costs of Public Library Services: 1971. (Chicago, ALA, 1971), p. 2.

[19] Indiana State Library. "Survey of Indiana Correctional Institution Libraries" (Indpls., Aug., 1966). Casey, Genevieve M. "Library Services to Residents of Indiana State Institutions." Report No. Nine of the INDIANA LIBRARY STUDIES, ed. Peter Hiatt. (Bloomington, 1970).

Financial assistance from the Library Services and Construction Act and the efforts of the State Library and other state agencies have accomplished some changes and improvements in a number of the institutional libraries. However, institutional libraries are sill inadequate when compared to current national standards for library space, collections, expenditures and programs; qualified librarians; hours open; and continuing education.

There are no fully reliable statistics or data available on the number of persons with visual or other physical handicaps. Existing data provide only estimates as to the numbers of people who cannot use regular print materials because of physical handicaps.[20]

In Indiana, the estimated number of legally blind persons for 1965 was set at 9,250.

The prevalence rate of legal blindness for Indiana was estimated at 1.88 per 1,000 population for 1960. Trends in estimated prevalence rates for legal blindness from 1940 to 1960 indicated little change. Therefore, the prevalence rates in 1960 offer good approximations for the next several years:

Year	Population	Rate of Prevalence (per 1,000 Population)	Projected Number of Cases
1970	5,193,669*	1.88	9,764
1975	5,729,346**	1.88	10,771
1980	6,196,254**	1.88	11,649

* 1970 Census.
** Projection from Report Number 5, INDIANA LIBRARY STUDIES.

The prevalence of legal blindness by age group in the United States in 1962 was estimated as follows:

Age Group	Cases Rate Per 100,000 Population	Percent of Total Cases
Under 20	54.1	9.8%
20-39	112.7	13.5%
40-64	237.5	29.5%
65 and Over	1,098.1	47.2%

[20] Swank, R.C. Library Service for the Visually and Physically Handicapped: A Report to the California State Library. (Sacramento, 1966), p. 13.

Nearly half of all the legally blind are therefore of retirement age or older.

The estimated number of handicapped persons in Indiana between 1963 and 1968 grew from 104,000 to 110,000 or 1,200 per year. In order to present an estimate for 1970, 2,400 (for the two-year period 1968-1970) should be added to the 1968 estimation, thereby setting the 1970 estimated number of handicapped at 112,400.

From the above, and further information contained in the INDIANA LIBRARY STUDIES, it is evident that the citizens of the state do not have adequate library service. The following assessment may be made of library needs in Indiana:

1. There is a need for access to library service for all Indiana residents. This must be developed from the user's viewpoint not that of the institution.

2. There is a need for an increase in book stock to meet minimum standards.

3. There is a need for an increase in library income to enable libraries to meet minimum standards.

4. There is a need for additional qualified library personnel to provide improved library service to all citizens of the state.

5. There is a need for the extension and improvement of library service to several target groups, viz., the institutionalized, the handicapped, the disadvantaged, the aging, and ethnic minority groups.

6. There is a need for increased space in Indiana libraries necessitating construction of new, larger and more functional buildings as well as improved conditions and expansion of existing structures needing additional areas for library programs and services.

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Indiana Planning & Development Regions

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301 E. Jackson Street
Muncie, Indiana 47305

Mr. Gordon Thompson
651 Bryn Mawr Drive
Indianapolis, Ind. 46260

Mr. Tom Hull
American Legion National Headquarters Library
700 N. Pennsylvania St.
Box 1055
Indianapolis, Ind. 46206

Mr. Ralph Simon
929 Hall Road
W. Lafayette, Ind. 47906

Miss Phyllis Land
Div. of Instructional Media
Ind. State Office Building
Main Floor
Indianapolis, Ind. 46204

Miss Helen Campbell
Indiana School of Dentistry
1121 W. Michigan Street
Indianapolis, Ind. 46202

Mr. Bruce Shuman
Assistant Professor
Graduate Library School
Indiana University
Bloomington, Indiana 47401

Miss Ruth Kellogg
Elkhart Public Library
300 S. 2nd Street
Elkhart, Indiana 46514

Mrs. A.W. Osipe
1102 N. Dr. Sunset Parkway
Seymour, Indiana 47274

Mrs. Barbara Hanna
Delphi Public Library
222 East Main Street
Delphi, Indiana 46923

Miss Marcelle K. Foote, Dir.
Indiana State Library
140 N. Senate Avenue
Indianapolis, Ind. 46204

Mr. Ray Ewick, former Ass't Director
Indiana State Library
140 N. Senate Avenue
Indianapolis, Ind. 46204

Miss Abbie Heitger, Head
Extension Division
Indiana State Library
140 N. Senate Avenue
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III. INDIANA LIBRARY SERVICE

A. Goals and Objectives

The Indiana Library Studies Coordinating and Steering Committee adopted the goal of "QUALITY LIBRARY SERVICES FOR THE CITIZENS OF THE STATE OF INDIANA NOTABLY SUCH AS WILL MEET THE VARIETY OF THEIR NEEDS." Based upon Indiana's current and projected library needs, the following sub-goals are identified:

1. To strengthen the Indiana State Library so that it may better fulfill its stateside responsibilities.
2. To develop statewide networks of coordinated information service systems that are compatible with evolving regional and national networks.
3. To extend the full range and quality of library services to the disadvantaged, the institutionalized, the physically handicapped, and the aging.
4. To provide the general public with convenient access to the materials for the majority of their cultural, educational, informational, and recreational needs.
5. To support formal educational goals of individuals from pre-kindergarten through formal school training.
6. To support, by providing materials and resources needed, the operations of government, science, business and other specialized fields.
7. To encourage and support the development of the library profession.
8. To extend public library services to those areas of the state which are currently unserved.

These sub-goals are consistent with the Coordination and Steering Committee's statewide Library Development Plan which called for (1) strengthening the Indiana State Library, (2) designating a network of state resource centers, (3) developing area library services authorities, and (4) establishing a program of state support assistance for library service.

In addition, the Coordinating and Steering Committee identified the following points as necessary elements for the continued development and improvement of library services in Indiana:

1. A confederation of the professional associations with library responsibilities, to measure, evaluate, and plan. This confederation shall hire, support, and direct an executive secretary.

2. Recognizing the unique roles of the various types of libraries, in addition to promoting the development and services of each, advantage should be taken of the numerous instances of overlapping of library activities where cooperation is not only possible but desirable.

3. The need to make provisions for the extension or enhancement of services in existing units recognizing the inadequacies existing in all types of libraries regardless of size.

4. The need to extend public, academic, school, and special library services to areas which do not now have such services.

5. A stronger Indiana State Library to meet larger increasing responsibilities.

6. Networks to permit wide access to library resources.

7. Greater cooperation among types of libraries through the establishment of geographical area library systems.

8. The right and obligation of the local community to provide the direction and support for basic library services; the autonomy of local governing bodies; the right of any library not to participate in area library system development.

9. The question, "How does a given activity benefit the citizen/patron?" as the primary criterion in the formation and evaluation of any plan. Expenditures for personal services and library materials should take precedence over expenditure for erecting and maintaining facilities.

10. The limitations of present sources of funding libraries prevent significant library development; the need for new and different sources of funding to provide supplemental financial aid and services; the need to encourage appropriate increases in local revenue and beneficial services.

11. State and federal funds to establish and support geographical area library systems, and to implement other aspects of the plan for improvement in library services in Indiana.

12. A professional public relations program.

13. Coordinated formal and informal training and educational programs geared to the manpower needs of Indiana's libraries.

14. A continuing research program.

B. Library Development in Indiana

1. Indiana State Library: The Indiana State Library should reorganize into divisions reflecting its functions, should draw up priorities, and should seek adequate funding to carry out those priorities.

2. State Resource Centers: The Indiana State Library should, on the basis of strong and/or unique holdings, designate certain Indiana libraries (public, academic, or special) on mutual agreement as special or general resource centers.

3. Area Library Services Authorities: Area Library Services Authorities should be established.

   a. Legal Bases: Using existing legislation such as the Interlocal Cooperation Act and the Library Services Authority Act, and following state planning guidelines such as Executive Order Number 18-68, no more than fourteen Area Library Services Authorities should be established, each area having a population of at least 100,000.

      1) Each Area Library Services Authority is to be organized to serve as an intermediate service unit between local service units and state level resource and service units.

      2) Participation in a Library Services Authority is to be determined by the local governing body, but such participation must fall within prescribed geographical boundaries.

   b. Establishment: Area Library Planning Commissions should be formed by the Indiana State Library for the purposes of setting up Area Library Services Authorities. Each Area Planning Commission should:

      1) Consist of representatives of all libraries and of interested lay groups within the prospective Area Library Services Authority.

      2) Draw up initial plans for the establishment of the Area Library Services Authority, setting both short and long range goals.

      3) Determine the organizational structure, administration, financing, and services of the Area Library Service Authority.

      4) Submit a plan and a request for funds to the State Library.

   c. Services: The services of the Area Library Services Authorities and the priorities among such services should be locally determined.

4. Financing: In recognition of the policy of the state of Indiana, as a part of its provision for public education, to promote the establishment, maintenance, and development of library services, funds for area library development (Area Library Planning Commissions, Area Library Services Authorities, Indiana State Library, State Resource Centers) should be provided from state, as well as from local and federal sources.[21]

[21] Coordinating/Steering Committee "Outline Draft", April 12, 1971.

Indiana's libraries have valuable resources, but there are also many existent deficiencies.[22] Participation in interstate and national library development is essential for library progress--a fact readily acknowledged by the library profession in Indiana. Cooperation on a regional and a national basis can provide a means of achieving the goal of total library service for Indiana residents.

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22 Indiana Library Studies, ed. Peter Hiatt, 19 vols., (Bloomington, Indiana 1970)

C. Institutional Libraries

Library collections in the institutional libraries will continue to be strengthened.

Statewide workshops for institutional librarians and library aides will continue to be conducted for those experienced in institutional library work as well as for beginning library workers. Workshops also are given for individual institutions according to their needs. Training programs are conducted for individual librarians through counseling and consultation. At least one professional librarian in each institutional library is the ultimate goal.

All institutions are encouraged to have the libraries open during evening and weekend hours. In correctional institutions, efforts are being made to obtain approval for residents to visit the library during the evenings in groups or units. When possible, library programs in correctional institutions are conducted in the evening since residents are occupied with their assignments during the day.

Library programs to provide leisure time activities and to encourage reading are recommended. Volunteers are being recruited to sponsor many of the programs because of staff shortages in institutional libraries. Community support of library programs is being solicited with volunteers from service clubs, churches, and charitable organizations in neighboring communities. Contact with "outsiders" brings a healthy psychological stimulus to residents.

Through the assistance of funds from the Library Services and Construction Act, considerable improvement in libraries and library programs in institutional libraries in Indiana has been realized. State agencies have become increasingly aware of the therapeutic and rehabilitative values of library services given in institutional libraries. Therefore, institutional libraries must continue to grow, prosper, and provide their users with the informational, educational, and recreational materials necessary for rehabilitation.

D. Physically Handicapped

Seven District Centers or Sub-regional Libraries were established in Indiana in order to locate a larger number of the handicapped and to serve them more effectively. The Centers are located in the public libraries of Columbus, Elkhart, Fort Wayne, Lake County, New Albany, Peru, and Vincennes. Each of these received materials and equipment and is responsible for circulating talking books in its area. The State Library's Division for the Physically Handicapped, in addition to being the Regional Library designated by the Library of Congress for service to the blind and physically handicapped, retains responsibility for direct service to the handicapped in twenty counties located near Indianapolis as well as for statewide distribution of braille materials, tapes, and tape cassettes. In addition, the Division serves as a consulting and resource center for the District Centers.

An average cost figure of $35.00 per handicapped person served is anticipated. As of December 31, 1972, the District Centers were serving 1,960 blind and physically handicapped, and the Division for the Physically Handicapped was serving 1,672. Using the estimated figure of 112,400 handicapped persons eligible for library service in Indiana, there remain nearly 109,000 who are not presently receiving service.

A proportion of one out of four handicapped people will probably utilize library services.[23] In planning for the extension of library services to this special group, therefore, quality library service must be planned for at least 27,500 people, or one-fourth of the 110,000 not being served.

In order to meet the major goal of extending the full range of quality library service to the unserved blind and physically handicapped, the present level of library services maintained by the State Agency's Division for the

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[23] Swank, Library Service for the Visually and Physically Handicapped , p. 18.

Physically Handicapped and by the seven District Centers must be supplemented in several areas.

Objectives to be reached over the next five years are:

1. To continue and to intensify efforts to locate and identify handicapped individuals who might benefit from library services by working closely with volunteer and social service agencies whose primary responsibilities are to aid the handicapped. Optimistically 9,165 handicapped persons not presently served can be brought into the program.

2. To extend direct personal assistance to the handicapped readers served by:

   a. Establishing and maintaining regular personal contact with non-ambulatory readers through home visits supplemented by telephone calls.

   b. Establishing reference and reading guidance services.

   c. Including handicapped readers, as far as possible, in such library group activities as story hours, lectures, and discussion groups.

3. To increase the number of personnel at the District Centers so that the above direct services may be initiated and maintained.

4. To build special media collections both on the State level and at the District Centers to include custom-made transcriptions by volunteer groups, and technical, scientific, professional, vocational, and other resources in addition to recreational and cultural materials.

5. To compile a union catalog of materials in special media available in Indiana, including custom-made transcriptions by volunteer groups, and make this catalog available not only at the State and District Center levels but also on the community level.

6. To initiate a radio network of educational, informational, and recreational programming designed for the blind and physically handicapped. This will be an extension of the library services now maintained for the handicapped.

7. To organize volunteers and utilize them in locating the eligible handicapped and in extending direct service, under professional supervision, to the handicapped through such means as delivery service, conducting of story hours, and reading programs.

8. To intensify the present public information program through press releases in all media and through closer cooperation with other agencies serving the blind and handicapped.

9. To institute periodic workshops to assist in the training and educating of District Center personnel and of volunteers who work with the handicapped.

IV. PUBLIC LIBRARY CONSTRUCTION

According to the Statistics of Indiana Libraries 1971, there are 25 public libraries in Indiana which are 65 years of age and older. In addition, there are 102 public libraries that are 50 years of age and older. It has been cited in several of the volumes of the Indiana Library Studies that facilities for library services in Indiana are both inadequate and outdated. Libraries and library construction have not kept pace with community growth and development.

Priorities

The following priorities have been established by the Indiana State Library which establish eligibility and insure maximum use of construction funds under Title II:

Priority #1. A library serving a library district of 10,000 or more people which was formed after March, 1961, by the merger of two or more library districts or by the merger of one or more townships into the library district.

Priority #2. A library which is cooperating with one or more library districts, as authorized by written contract and by resolution of cooperation between the libraries. This cooperation may be for the mutual provision of general services such as reciprocal borrowing, or for the joint employment of professional personnel or specialists, or for special services such as centralized processing. The total population in the cooperating library districts must be at least 20,000. The resolution of cooperation must provide for continuation of the agreement for at least five years, subject to an annual appropriation being made available, and if for the provision of general services, include, as a minimum cooperative activity, reciprocal free borrowing privileges.

Priority #3. A library has within a seven square mile area of contiguous library district, including the site, a minimum population of 20,000

residents of the library district applying for the construction grant, which population according to the census or other measure acceptable to the Indiana State Library has increased at least five per cent since the United States Census of 1970.

Priority #4. A county or county contractual library district as defined in the Indiana Code 20-13-1.

Priority #5. A Library Services Authority or a library which has adequate acceptable plans for the development of new and/or innovative services but whose further development is dependent upon adequate physical facilities being made available.

However, in the event that the Indiana State Library shall make a request for funds under this Title for the construction, addition to, or remodeling of its physical facilities, such a request shall pre-empt the established order of priorities and shall receive first consideration for funds available in any fiscal year and these funds may be carried over into the next fiscal year.

V. INTERLIBRARY COOPERATION

"Interlibrary cooperation, the establishment of interlibrary networks, and the more extensive employment by libraries of new information technology have all been considered as possible means of reducing the unit cost of library services to offset in some degree the total financial impact of the need for greatly increased services. The National Advisory Commission on Libraries believes that all of these developments have great potentialities for library service and should be vigorously pursued. Their value will almost certainly rest in making it possible to have library services of a form and scope now unattainable rather than in reducing the cost of services. In reality, the effective employment of these new devices and methods will itself require a large additional investment of funds."[24]

The ultimate purpose of interlibrary cooperative effort is to provide, for every person in Indiana, the means of access to any information or published material anywhere in the nation.

Specific objectives are:

1. Increasing the accessibility (both bibliographic and physical) and quality of library services and materials
2. Coordinating and mobilizing all resources of the academic, special, school, and public libraries.
3. Developing cooperation in the building of collections to eliminate unnecessary duplication of resources.
4. Maintaining a continuing evaluation of statewide goals and objectives and the contribution to these by individual projects.
5. Maintaining a successful plan for interlibrary cooperation by periodic review of goals and objectives, of resources used in meeting objectives, of policies governing acquisition, use, and disposition of resources, and by implementing changes as needed in any portion of the plan.

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[24] Douglas M. Knight and E. Shepley Nourse, eds., Libraries at Large (New York: Bowker, 1969), p. 502.

VI. GENERAL PROGRAM CRITERIA

Criteria used by the State Agency in evaluating applications for funds under Titles I, II, and III are the following:

1. An area not locally taxed for public library service shall be considered as being "without public library service."

2. An area served by a public library whose library service does not meet state and national standards shall be considered as having "inadequate services." Since no public libraries in Indiana meet state or national standards, all libraries are considered inadequate.

3. Inadequacy of present facilities to develop library services as specified in the Interim Standards for Small Public Libraries,[25] Public Library Service,[26] and the building formulas in Practical Administration of Public Libraries.[27]

4. The number of people, the distribution of the population, transportation patterns and the locations of library facilities in the services area.

5. Demonstrated willingness of the local library board to provide adequate financial support and improved library services to areas and to special groups.

6. Type of improvement of existing library service to be offered by library.

7. Addition or expansion of library service to specialized groups.

8. Establishment of new or innovative library services.

9. Provision for education of library oriented individuals and continuing education of professional personnel.

10. Value of project in helping to promote and establish permanent statewide networks or library systems.

11. State and interstate cooperative plans are evaluated as to: (1) Objective; (2) Willingness of libraries to participate; (3) Relative value of project in meeting accepted standards of service; (4) Willingness of participating libraries and agencies to continue financial support; and (5) Relative value of project in promoting further interlibrary cooperation at all levels.

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[25] Public Library Association, Interim Standards for Small Public Libraries, 15 p. 1962, Chicago.

[26] American Library Association, Public Library Service, 74 p. 1956, Chicago.

[27] Joseph L. Wheeler and Herbert Goldhor, Practical Administration of Public Libraries, 571 p. 1962. Harper and Row.

VII. GENERAL PRIORITIES

1. Library services for the disadvantaged in urban and rural areas.

2. Library services for state institutions.

3. Library services to the physically handicapped.

4. Development and improvement of library service in geographical areas and to groups of persons without such service or with inadequate service.

5. Strengthening of metropolitan public libraries which serve as national or regional resource centers.

6. Proposals contemplating cooperation of all, or nearly all, the libraries of an area or region (including school, large and small public libraries, special, public and private institutional, and college and university libraries) will receive favored priority status

7. Projects providing for state-wide projects, either intra or interstate; cooperation at regional levels, both intra and interstate; cooperation of separate libraries in metropolitan areas.

8. Strengthening State Library Administrative Agency for meeting needs of citizenry.

9. Demonstration of ideas in library science new to Indiana.

10. Education, continuing education, and research.

11. Supplementing collections of materials in specific areas of Indiana for specific purposes.

VIII. PROGRAM EVALUATION

A. General Methods of Evaluation

Projects are evaluated individually with emphasis placed on the respective project's relationship to attainment of the overall goal. Evaluation is made by those actively engaged in the respective projects in the state and by Consultants within the State Agency. Special Consultants are used, when necessary, to make specific studies of certain projects.

> The "Application for LSCA Project Grant" is such that context and input evaluations by the submitting library are necessary in order to provide the information required (i.e., geographical and population data, type and age of group to be served, statistical data on participating agencies, stated needs, people affected by the project, objectives, outline of the program and varying methods to be used in carrying out the program, description of measurements and records to be kept, evaluative methods to be used, and budget).

To aid the project library in setting up the evaluative methods called for in the Application, guidelines for structuring evaluation at the project library level are sent with the application form. The guidelines suggest the collection of the following information for evaluation of the project:

a. Identification of libraries participating in the project.

b. How the project will improve library services to Indiana patrons.

c. Listing of specific project objectives to be rated periodically by the project library as to whether or not, in its estimation, the objectives are being "met," "partially met," or "not met."

d. Periodic review of methods being used to carry out the project, with specific notation of strengths and weaknesses in the following areas:

-Internal organizational structure for the project
-Supervision of the project
-Personnel utilization
-Distribution of work load
-Work procedure and organization
-Cooperation of participating libraries
-Funding
-Other relevant factors

Based on these reviews, alterations in methods for carrying out the project can be made when necessary.

e. Development of statistics by project library which will be pertinent to its specific project.

Depending upon the purpose of the project, the type of statistics which help in evaluation relate to: (1) use of the project product; (2) number of libraries participating; (3) estimation of improved service in terms of time, efficiency, accuracy; (4) utilization of personnel; (5) cost related to benefit.

In addition to statistics, data for evaluation is collected through interviews, questionnaires, informal discussions, or representative councils.

After submission to the State Library, the Applications are reviewed in relation to their contribution toward meeting statewide objectives and goals, criteria, and priorities.

Consultation among members of the Advisory Council and personnel of the State Library result in approval or disapproval of the project as proposed in connection with its relationship to the overall library development program. Changes are suggested when it is felt that such modifications will be beneficial. Final approval is given by the Indiana Library and Historical Board.

B. Monitoring Current Activity

Evaluation is continued by the staff of the Extension Division of the State Library through consultation and interview with the library director and other personnel of the library directly involved. Quarterly reports on project activities are submitted by the project library. The evaluation methods described by the project library in its application provide for process evaluation during the course of the project through the periodic review of the strengths and weaknesses of the methods being used. These quarterly progress reports reflect the reviews of operational methods and provide a general rundown on the current status of the project. They give the State Library an indication of the direction the project is taking, of problems that need to be solved, and of the efficiency of the operational set-up. Product evaluation is possible by project libraries on a limited basis at six month report intervals. The formal report at project completion shows the results of the project library's evaluation methods and to what extent its objectives were realized. The semiannual evaluation report and the formal report are used by the State Library in deciding whether the project is meeting, or has met, its stated objectives or alternative objectives and to what degree. Fiscal reporting with the resulting expenditure evaluation is made every six months.

Documentary material is frequently provided the participating library by patrons, giving user evaluation of the project's value. These are received by the State Library and evaluated with additional reports submitted by the project library.

The demonstration and experimental projects which are approved by the Indiana Library and Historical Board, on a sliding scale of LSCA expenditure, determine the library clientele's acceptance of the new library program. The projects are either continued by local funds or are discontinued. However, this cannot always serve as a true evaluation of the benefits of a demonstration or experimental library project since local political factors may be involved.

Where possible, both quantitative and qualitative time-phased goals for organizational units are developed. "Use" goals, when advisable, are one basis for measuring the effectiveness of programs and services provided. For projects of the State Library, continous organizational planning, research, and analysis are made of all programs.

Overall evaluations of projects are made with actual performance measured against output. Such evaluation includes statistical data on manpower and financial planning, and comparisons are made of actual performance as opposed to previously established yearly or multi-yearly goals.

The extent to which each project contributes to meeting statewide objectives can be established by the creation of a value scale based on the priority of the project and the extent to which its objectives were met. In this way each completed project will have a numerical value which will allow for comparisons between and among all projects.

Periodic reviews are made of planning efforts to determine whether goals of the project are being met. It is possible on a sampling basis to evaluate time spent, dollars expended, and units of work performed as contrasted with pre-existing conditions.

A measurement of the utilization of the project product can be made by sending a questionnaire to a selected sampling of those libraries or persons using the project, asking for notations of new services made possible by the product, number of times used, how many questions could not have been answered internally without the product, time saved in using product, etc.

Public opinion surveys are used to ascertain the extent and the effectiveness of library services and programs. Patrons' answers to questionnaires indicate attitudes regarding collections and services. If there have been previous surveys of this nature, a comparison of "before" and "after" conditions can be made.

An analysis of books and professional and para-professional staff per capita, hours of operation, and number of volumes withdrawn among the libraries in the projects is made. Previous trends together with state and national standards are used for comparative purposes. Periodic questionnaires and group evaluation sessions are held to analyze the effectiveness of services provided and to suggest opportunities for improved services.

An annual survey of the number of libraries in the state participating in interlibrary cooperative ventures is made.

IX. FISCAL YEAR 1973 PROGRESS REPORT

A. Lesiglation

During the 1973 General Assembly six pieces of legislation were introduced in the Indiana General Assembly.

1. House Bill 1368A designates the Indiana State Library as the official depository for Indiana public documents requiring that copies of all state documents be deposited with the State Library. The bill provides for selection of secondary depository libraries where copies of documents published by the state which are of general interest or use will be deposited. Copies of state public documents of the greatest interest or use will be distributed to other libraries as well as to depository libraries. This bill was passed by both Houses and became law.

2. House Bill 1369 provided that geographical units not now being taxed for public library services should become parts of established library districts. Included in the bill were provisions for a township to withdraw from its library district and enter into another library district. This bill was assigned to the Education Committee where it remained.

3. House Bill 1412 amends the Public Library Law of 1947 to provide for an annual election of officers by library boards and sets the length of a library board treasurer's surety bond as the length of his term of office. This bill became law.

4. House Bill 1413 concerned state support for public libraries. The bill would have added a new chapter to the Public Library Law of 1947 providing for (a) per capita grants of fifty cents per year to local public libraries meeting standards promulgated by the Indiana Library and Historical board; (b) $10 per capita grants to newly established library districts based on the population of the newly served area; and (c) annual grants to Area Library Services Authorities including per capita and square mile grants to each. The grants to eligible Area Library Service Authorities provided for an establishment grant of $35,000, an annual grant of $15.00 for each square mile in the Area, and an annual grant of $0.20 per capita. The bill was reported Do Pass by the House Education Committee but was then reassigned to the Ways and Means Committee where it died.

5. House Bill 1602 pertained to media centers and media specialists. It provided that each school shall be equipped with a media center and each school system shall have at least one media specialist for each 800 students. The bill died in Committee.

6. House Bill 1618A provided for an addition to the Indiana State Library and Historical Building. The bill establishes a building commission setting forth the membership thereof and provides for an appropriation of 1.5 million dollars to match a 2 million dollar private gift for the construction of a 3.5 million dollar addition to the State Library and Historical Building. This bill passed and a new addition to the State Library will soon get underway.

Although all legislation proposed for the benefit of all libraries in the state of Indiana did not succeed during the past session of the General Assembly of Indiana, plans are for immediate writing of new legislation benefiting Indiana's libraries. State support for Indiana libraries is of prime importance. Revenue sharing does not replace the federal funds which have been made available to libraries through categorical aid programs. It is earnestly hoped that categorical aid programs for libraries will be restored.

B. Federally Funded Projects

The majority of library projects which have been funded through the Library Services and Construction Act will be terminated June 30, 1973, some prematurely. The curtailment of LSCA support for fiscal year 1974 is particularly critical for programs in Indiana since there is no state funding available for libraries. Those projects which will carry on beyond June 30, 1973, will do so on a limited basis, using local library monies and the balance of federal funds remaining.

Programs completed or ending June 30, 1973, include: scholarships; study and investigation; Muncie-Gateway Library; Jennings County Bookmobile (adult education); State Library gerontology film collection; publication of proceedings of Indiana Seminar on Information Networks; library manpower and education survey; Anderson Public Library mobile library communication network; survey of TWX at State Library and state universities; South Bend Public Library films on Mexican Americans; bibliographic tools and noise shields for TWX network libraries; Indiana University multi-media research center; Festival Film service; U.S. Penitentiary - tapes for the blind; Columbus Public Library state meeting for talking book service; Indiana University ERIC computer search "Probe" service; Indiana Union List of Serials; 50-year Supplement to INDIANA AUTHORS AND THEIR BOOKS; Vincennes University depression era oral history project.

By the end of this fiscal year notable results from the above projects will include a comprehensive study of Indiana's educational and manpower needs for libraries; a completed Union List of Serials containing over 80,000 titles held in 64 Indiana libraries; the establishment of the programming and mechanics for computer search of ERIC tapes.

Key programs which were begun this past year and will be continued on a limited funding basis are planning grants for Area Library Planning Commissions; the Indiana Information Retrieval System (INDIRS) at the State Library and in various public and school libraries throughout the state; and CoBiCIL, a feasibility study for a cooperative bibliographic center.

Efforts are being made to continue several ongoing services during this next year with at least partial federal funding. During the current year it was possible to commission two surveys of the teletype network libraries and to utilize these surveys in a review and revision of the network. The recommendations for reorganization of the network will take effect July 1, 1973. Service to state institutions and service to the physically handicapped through the district centers and the State Library will also continue.